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ABSTRACT

The American Association of Community and Junior Colleges' Older Americans Program provides an opportunity for colleges to plan together in a three-year period for development of community work and productivity programs for older adults. This report, based on a survey of present community college practices, discussions with college planners, and a review of potentially useful research and development literature, briefly describes present programs and notes some issues that have already emerged in initial planning phases. The report is divided into four sections: (1) Senior Employment Services covers putting employers and able older workers together through counseling, job placement, and job development; (2) Volunteer Service Programs deals with recruiting, organizing, and managing senior volunteers in federally sponsored and community-based volunteer programs; (3) Training for Work and Service covers trends in multi-purpose older adult programs that support work and service-related education and training growth; and (4) Older Adults in the Workplace deals with college planning as affected by industrial gerontology and current reexaminations of the relationships of work, education, and leisure. Although new ideas and programs are emerging, five education roles already provided by colleges include training in child care, peer counseling, health care, education providers, and community service. (TR)

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OLDER AMERICANS: NEW USES OF MATURE ABILITY

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INTRODUCTION

What does the graying of America signify for higher education institutions? What challenges are there to be met as the proportion of America's elderly continues to increase?

In 1977 there were almost 23 million Americans 65 or over. As we step into the 21st century, it's projected that one-fifth of us will be 65 or over. The majority of older persons are healthy, vigorous, and increasingly better educated. Since 1935, when the social security law was enacted, Americans have been conditioned to look forward to retirement years as a period of leisure and enjoyment. All too often older people discover time hangs heavy, and decreased income from social security, pension, and savings precludes the very retirement activities to which the older person looked forward. And most important, inactivity leads to diminished capability. Middle aged persons—45 to 60—are retiring earlier and many of them are seeking new career opportunities.

Though a majority of persons 55 and over would like to enroll in educational activities, only six and one-half percent actually do, according to a 1974 Harris Poll. Despite this low figure, other statistics show increasing numbers of older persons turning to educational institutions and in particular to the community college for educational and vocational opportunities. The average age of community college students is approaching 30. As greater numbers of middle age and older people enroll in community college programs, it's time to reexamine the roles community colleges might play in providing the education/training options this fastest growing minority wants, and ways in which these mature talents can benefit their communities.

The scope is broad and the variety of courses available for the older student are many. They range from providing the bare necessities for living in an increasingly complex world to enrichment courses, to participation in learning which, as H. R. Moody says, "looks to education for new, active roles or as a political challenge to stereotypes of old age." Primarily older people enroll in "not-for-credit" continuing education courses often offered off-campus at convenient places and times best suited to the retirees. Some community colleges view integration of older people into regular community college programs as essential and argue that the faculty and administrators must be sensitized to understand and work well with all students. The prime consideration is that we

help older people pursue life-long learning and, even more important, realize that the failure to utilize the vast resources inherent in older persons is an economic as well as a social loss.

The Older Americans Program of the American Association of Community and Junior Colleges is acting as catalyst, assisting community colleges to reverse America's passive acceptance of not only allowing, but encouraging too many aging Americans to assume less responsibility. Gerontology courses are proliferating in both four- and two-year institutions of higher education. Both practitioners, who in many cases are the young old, and young people are seeking this education. A small portion of elderly need comprehensive care, others need information and activities, but most elderly persons would benefit more by being enlightened by the research and expertise that exist in these institutions in order that they might help themselves. If persons age 60 and more make up one-fifth of America's population, if the mandatory retirement age is raised from 65 to 70 and eliminated altogether, if social security costs become increasingly prohibitive, and if, in the near future more older persons are going to be needed in the labor force, then community colleges can respond to these predictable changes by encouraging more older adults to remain independent and in contributive roles.

People need to continue the independence of a lifetime in their later years. Several career changes are the norm for American workers today. Some older people want to stay in the work force and are discriminated against, others need to be convinced that they have needed skills and can provide services. Community colleges are in an optimum position to assist the aging population explore their options and work within their communities to raise awareness that this human resource can be harnessed to resolve community problems. The following report examines ways some community colleges are responding to their older students' work-related needs.

An Older Americans Project (OAP) survey of approximately 1200 colleges was conducted in fall 1977, with 547 responses. It further documented the known growth of enrollments of persons aged 45 and over. The 169 colleges attempting to supply these figures reported about 97,000 in the 45-54 age range, about 49,000 aged 55-61 and, another 67,000 over 61. In these age groups, women outnumber men about two to one, reflecting the sweeping return of older women to education and employment.

The initial priority of the AACJC Older Americans Program is to encourage community colleges to recruit and hire older people in their institutions. Based on results of the survey conducted by the program, 237 community colleges of the over 500 respondents indicated that they have such policies. At many community colleges, older persons are providing a range of services, from instructional to clerical work. The second mandate asks community colleges to establish programs, training courses, and special workshops to assist older Americans to relocate in the job market or find substantive volunteer positions worthy of the mature person's experiential background. Increasing numbers of older students are enrolling in "for-credit" courses leading to improved or new jobs. The most comprehensive way in which older people can be helped to

realize their potential, and put it to use in a work role, is to provide the special counseling and job development services which address this older population's unique problems and concerns. Senior employment centers with professional and especially trained peer counselors provide the support system to the older job seeker. Job developers reach out to the community to help business and industry understand the benefits to be gained by hiring back or keeping middle age and older people on the job.

The Older Americans Program will assist community colleges incorporating comprehensive programs at their individual institutions in cooperation with organizations serving the aging, senior advisory groups, and local government as well. Business and industry working together with community colleges can further the goals of utilizing older Americans' skills, energy, knowledge, and interests. A clearinghouse of program and funding information leading to work opportunities is being organized. Through regional and national conferences and periodic publications, there will be a continuous exchange of ideas and the network will keep members up-to-date on the latest developments. This consortium of two-year institutions dedicated to assisting middle age and older citizens to remain productive in the community will continue to exchange ideas and encourage expansion of programs at the end of the three-year project (supported by the Edna McConnell Clark Foundation). We invite community colleges to join the consortium which will formulate policy statements and form linkages with similarly interested groups to advance these goals.

The AACJC Older Americans Program provides an unusual opportunity for colleges to plan together in a three-year period for further development of these community work and productivity programs for older adults. This report, at the outset of the project, is a brief, descriptive account of present programs, noting also the way some issues have already emerged in the initial planning phase. It is based on a survey of present practice, discussions with college planners, and a review of potentially useful research and development literature. Four digit numbers throughout the text refer to the corresponding sections of the bibliography. There are four sections:

I. *Senior Employment Services*. Putting employer and able older workers together through counseling, job placement, and job development.

II. *Volunteer Service Programs*. Recruiting, organizing, and managing senior volunteers in federally sponsored and community-based volunteer programs.

III. *Training for Work and Service*. Trends in multi-purpose older adult programs which support the growth of work and service-related education and training.

IV. *Older Adults in the Workplace*. College planning as affected by industrial gerontology (study of the older worker) and current reexaminations of the relationships of work, education, and leisure.

The survey and this report do not bear directly on three other closely related developments in the community college: professional training of gerontologists, training workers for health and other services to the aging (except as these provide new opportunities for the older workers themselves), and programs for interpreting aging to the general public and introducing this subject into other curricula. All these activities are growing apace in community colleges, with plans carefully being made to bring them into a mutually reinforcing focus on middle and later life.

The graying of the campus is a challenge to community colleges to offer a variety of options to these non-traditional learners. The quality of programs for the older learner is rising as two-year schools respond to the vast spectrum of mature learning needs. Community colleges, community-based institutions, not only recognize that learning is life-long, but are the leaders in providing innovative programs to foster continued independence and contributive work options in the last third of life.

Jeanne B. Aronson, Director
AACJC Older Americans Program

I. SENIOR EMPLOYMENT SERVICES: CAPABLE WORKERS, AVAILABLE JOBS

About a dozen community colleges were identified as directly helping older people get back into the local work force through senior employment centers. Though each college has its own style of operation, its own mix of training and other components, the core in every case is a community-wide employment service, enabling employers to find qualified older workers for presently available jobs. Not all job orders can be filled, nor can all applicants be placed, but the successful matching rates seem to range from about one-third to two-thirds with some services reporting more openings than applicants. Once fully established, the services push for greater job variety, higher pay, and better use of the often considerable talents of the older applicants.

The community-wide publicity of the 12 senior employment centers has invariably turned up many capable applicants and brought additional requests from employers. Many employers become repeat customers of this free

service, and the program reports are filled with testimony from the able elders delighted to be working again.

Capable job seekers. There is a reservoir of older people, several million, who are able, willing, in many cases eager to work—to improve or maintain income, to continue personal development or to contribute to the social welfare as they always have over the long decades. Whatever may be the real, or often the imagined, impediments among these millions of older Americans, most have knowledge and skills useful still in the workplace. Among those "retired," perhaps 25 percent, at the lowest estimate, really would like to go on working, with a similar proportion interested in voluntary service. In such a vast population, even small proportions equal very large numbers. In addition, workers in the 40 to 65 range have been involuntarily displaced from the work force at sharply escalated rates during the past years with the varying economic conditions.

Available jobs. It is not readily apparent that jobs are available. In 1975, community college personnel providing services to older adults overwhelmingly agreed with the statement, "Most employers will not hire people over 60, no matter what their knowledge and skills." They were certainly correct. Many employers, probably most, won't, but some will.

Even in time of high unemployment, 93 percent of the labor force is working in about 92 million jobs, the number growing at about two and one-half percent each year, even through most of the recession. Turnover puts about 15 percent of all jobs open at some time during a typical year at roughly 13 million openings to be filled. Growth last year was far above normal with almost four million new jobs created. Despite age discrimination and all other obstacles, many older workers, with functional mature abilities, can compete in this churning job market and many can get employed. The senior employment centers have all turned up many job openings.

Present mechanisms for bringing workers and jobs together are inefficient for serving older job seekers and the "suddenly old" displaced middle-age applicants, many of whom need counseling, guidance in a new job market, and help with rusty job search skills. Some, but not many, are helped by referral by departing workers, newspaper ads, the commercial and public employment service, but seldom are the special counseling and placement problems of older workers addressed. Although most community colleges stated they counseled all students as a part of regular services, only 139 indicated, through the OAP survey, that they provided special counseling services for their older students. In many instances, this counseling was given by an interested faculty member, not through a special division.

College resources. Community colleges have many resources potentially useful in bringing the mature talents of older people more fully into play in a changing work world: a community base, often with the capacity for statewide coordinated action and national influence; established relations with local employers in a variety of occupational training programs; placement service, job counseling and means of verifying skills; forms for organizing, administering and publicizing new programs; experience with adults in large numbers and, in recent years, with older adults.

Experimental employment services. The current failure to bring capable older workers together with potential employers has motivated some colleges to organize their resources for direct action. In addition to the 12 operating senior employment services, 16 colleges reported closely related activities: use of the regular college placement service for older students and sometimes for all older adults in the community, in some cases with special help from the continuing education/community services divisions; specific plans to start a senior employment center; various job seeking courses and clinics, college-wide or especially for older people and women.

The operational employment programs are funded by outside sources interested in these experiments: the Edna McConnell Clark Foundation, Title I of the Higher Education Act, the Comprehensive Employment Training Act (CETA), Department of Labor Title IX, and Area Agencies on Aging. One program is jointly sponsored by the community college, the local senior citizens advisory council, the Area Agency on Aging, and partially by the United Way funds. Varying titles appear: Project Elderly, Senior Adult Program, Active Retirement Center, Rent-A-Granny (and Grandpa) and others indicating retirement aged people as the clientele, 45 and over. There are other program variations:

- Required participation in a job seeking skill training program;
- Collaboration between employer and college aimed at retraining skilled workers, with substantial training components, based on the cooperative education model;
- Subsidized employment, with varying rates for private and non-profit employers.

Thus, the college-based employment services are not all "look alike" copies. Each has its own style suited to its community. There are descriptive case studies, sample budgets, a thoughtful examination of the problems addressed and other information in the booklet, *I Have Returned to Life.* (5400)

The basic core activities are: recruiting and counseling potential workers, job development, and finding the administrative structures and funding sources for continued operation.

Recruiting and counseling applicants. Applicants and potential employers are solicited by the same publicity releases through the older adults on campus, newspapers, radio, and through the elderly serving agencies in the community. Presentations are made at civic and other clubs, often by the older volunteers and service participants. Three themes seem almost invariable: steady, mature workers benefit employers; older workers benefit through pride and sense of participation as well as through added income; free service is available. Lists are often used to draw both employers and applicants away from babysitting and other "simple work" which are often the first, stock response to the service. An example:

> SENIOR EMPLOYMENT SERVICE. FOR MEN AND WOMEN OVER 55. NO FEE. REFERRAL SERVICE FOR BOTH EMPLOYERS: business firms, hospitals, hotels/motels, homeowners (garden, home and health care) etc. AND EM-

PLOYEES: accountants, bookkeepers, office workers, store clerks, domestics, cooks, housekeepers, companions, child care, practical nurses, tutors, drivers, mechanics, guards, gardeners, handymen, laborers, painters, etc.

Some voluntary efforts to match workers with jobs have evolved from skill banks and swap-a-job operations.

Job counseling, at the core of the senior employment service, requires all the usual vocational guidance sk.. .. plus appreciation of the circumstances of older people, to help the applicant assess personal interest, skills, experience and other job related assets, clarify purpose, and learn to merchandise these assets, for selling yourself often prevails over all other qualifications.

Counselors are responsible also to the employers, know that not all can be placed, and are prepared to suggest alternative actions and other community resources for helping older adults. Many problems are encountered: health or mental health handicaps which limit opportunity; hedging preferences for place, time or type of work; difficulties in accepting new circumstances, especially, one counselor notes, reluctance to "start all over again" in a changing job world. Counseling programs have an equal responsibility to satisfy employers as well as workers.

Peer counseling is universally recommended and this counseling is obviously not a task for clerks or for incidental assignment to busy faculty. Knowledge is required of the local job market, of older life styles, and of training and other opportunities. Previous background in this type of work helps, but training can fill in part of the requirements. The operating services have found suitable counselors among older participants in their campus programs, especially those retired from personnel or guidance positions. Motivation, patience, and an open empathetic spirit are the basic qualifications.

Job development. Employment service publicity brings requests from employers as well as interest from potential employees. Ways to reach employers include: mailings, public or private, to explain the service and solicit job orders; persuading regular users of the college placement center to consider older applicants and monitoring their response; presentations to civic clubs and groups of managers or personnel directors; mobilizing influence among faculty and college program planners with employer contacts; information displays or booths in banks and other places frequented either by employers or older people; checking with the Area Agency on Aging for new services in which older workers may actually have priority. Job developers are only limited by their ingenuity and sales ability.

Most services seek evaluative feedback from employers and through best professional service build a core of satisfied, repeat users, the backbone of the service. Persistence, inventiveness, organizing skills, and sympathy for employer attitudes are essential. These have been the most challenging positions in the experimental programs.

Once the job referral is made, most services leave particular job arrangements to the applicant and employer, with simple contracts sometimes specify-

ing the exact agreement. In positions partially financed by the college, employer and college sign a contract.

The job developer can sometimes advise applicants who have clarified their own purposes in the counseling phase and now need practical ideas for proceeding. Some create their own jobs within existing organizations or follow the classic route to establish a small business, for which the Small Business Administration provides extensive help, often in college sponsored activities.

In time, insight accumulates into community employment patterns and focus sharpens on most likely opportunities. In the process, as the volume of work grows, training needs are encountered to which the community college can best respond.

Both experience and studies indicate that many employers fear any generalized commitment to older workers, but they respond to limited and feasible action, especially in cooperation with other agencies, in which there seems to be community recognition of shared responsibility. Education and persuasion of employers are part of the job development process.

Some community-based agencies extend job development further along several promising lines:

Leasing, in which the worker is directly employed by the service and similar arrangements on a mass basis, such as contracts to provide all the part-time or temporary help needed for a department store during the Christmas period.

Job sharing, in which two part-time workers share one job, with many variants, using permanent or intermittent part-time work, shift splitting, and other arrangements.

Job creation, in which the service sees a need and helps the employer shape up the new work, as, for example, a new service of five cooperating hospitals to provide home health care.

Any increase in part-time jobs will benefit older workers and there is a growing movement of these arrangements in many fields, including education with community-based work development centers often coaching the employers, finding formulas for pro-rating benefits, and recruiting workers. President Carter has called for 10 percent of all federal employment to be part-time. Some states have mandated five percent, and proposed federal legislation promotes this trend.

Administration and funding. All the senior employment centers are in colleges with vigorous general programs for older adults from which they evolved as a natural extension. All serve geographical areas with concentrations of potential workers and employers; few have assayed the challenge of rural areas, where many older adults live, but employment opportunities are sparse.

All were organized as part of the college community services/continuing education or human services divisions. One has moved into the college-affiliated Alliance on Aging, where it continues with a public service worker. Another continues in conjunction with the college placement service, manned by a volunteer husband and wife team. Another, after termination of funding, moved the

older counselor into the regular guidance office. Lead time and guidance in weaving such a service into a large college organization are essential. Problems have been encountered of an almost mechanical nature (for example, the exact date of a letter confirming outside funding) but all have been solved with the help of cooperative administrators. Two colleges have committed some local funds directly and all others have contributed to start-up by foregoing parts of normal overhead or providing special services.

There are many related activities from which the college employment services might draw immediately useful experience or insights for the future and all are possible collaborators in the work and learning development of mature abilities. (5400) New examples come to hand almost daily, but there are six principal types:

- *Skill Banks*. These list older persons' hobbies, avocational or vocational talents. Individuals exchange services in lieu of money, variously called talent banks, swap-a-job, and ability banks.
- *Community Work Centers*. These centers serve anyone interested in "new ways to work."
- *Community-based Senior Employment Centers*. They operate as free-standing organizations supported by local churches, foundations, and employers, or by elderly serving agencies, such as the American Association of Retired Persons.
- *Educational Brokerage Centers*. These centers mediate on behalf of adults seeking educational counseling and referral to appropriate training opportunities in what is often a disconcerting array of providing agencies. There is much vocational guidance and many older adult clients.
- *Womens Centers*. Such centers are active on many campuses with long experience in individual and group counseling, consciousness raising, and extremely creative job development. They have many interests congruent with, indeed almost identical to, those of the senior employment centers.

The senior employment projects are still too new to have worked out, in any detail, the criteria for precisely evaluating their utility or the basis for permanent funding commitments, whether from local or national sources, or some combination.

These programs have demonstrated, however, that older adults can be located, screened and placed in jobs; that employers will use the service with satisfaction and benefit; and that college resources can effectively be mobilized for this purpose. In addition, a body of knowledge and experience is accumulating about older adult work preferences and about employer practices and attitudes which will be valuable in analyzing the learning-work potential of older people in terms of real life community needs.

These are large accomplishments and a good base for further development in the Older Americans Program.

II. VOLUNTEER SERVICE PROGRAMS

American life is leavened by voluntary action, mutual assistance, and community service. Older adults are becoming active participants, and in recent years many agencies have mobilized older volunteers in beneficial and satisfying community services.

Community colleges are to some extent users of these senior volunteer talents. Many colleges train elders for roles in advocacy and social action on their own behalf. Many others have become organizers and managers of volunteer programs for service in local community agencies. (5600)

College use of older volunteers. A recent Harris survey estimated about 40,000 older adults serving as volunteers in educational institutions, but twice as many would serve if asked. Data from the OAP survey shows that almost half the reporting colleges recruit and hire older persons; three-fourths in paid positions and one-third in volunteer jobs. In a 1976 report of partial data from a higher education survey, the Academy for Educational Development found an average of only eight older persons working in each reporting institution, half as paid employees, half as volunteers. Obviously, there is an inviting opportunity for more community college use of talented older volunteers.

Uses of volunteers in community colleges range from instructors in emeritus colleges to transportation providers, and to assistants in older adults programs. There are senior choral groups, radio programs written and presented by older adults, and senior drama groups.

Older volunteer training. In 1974, about 16 percent of the community colleges with older adult programs reported social action training courses, with 30 percent thinking new or added effort desirable in this area. The program materials indicated that these courses were mostly advocacy training, helping older people learn to affect decision making in their communities. Our impression is that this work continues and is growing.

The OAP survey reveals a large number of volunteer training courses and workshops ranging from the general "How to be a good volunteer" to many

quite specific purposes: board membership; retired technicians as instructors and guidance counselors in community college occupational training; voluntary service in hospitals and health care agencies; in recreation and crafts programs; for discussion leadership; for teaching in consumer education programs; for legal assistance to the elderly. This is in addition to other programs which train younger persons to be volunteers in service to older adults.

RSVP and the other ACTION projects usually provide at least some orientation and training, though service is the primary purpose. In one example, Senior Companions participated together with their homebound clients in courses on plant growing and "introduction to social science," using television programs as part of the learning experience.

Organizing older volunteer programs. In the recent OAP survey, 138 community colleges reported cooperating with Retired Senior Volunteer Programs (RSVP, sponsored by ACTION). Most community colleges use the talents of those older volunteers and more than two dozen actively operate RSVP programs. Out of the 230 SCORE Chapters (Senior Corps of Retired Executives, sponsored by the Small Business Administration) 50 are located in community colleges. Results indicated 91 other similar voluntary service projects.

The college role as sponsor in its community is to manage the entire effort from problem identification to project evaluation of its impact in the volunteer stations where the service is actually provided. It is a creative task requiring skill and experience in recruiting suitable older volunteers, often among low income residents, and organizing efforts in cooperation with the local non-profit agencies. The federal agencies provide technical assistance and grants covering 90 percent of costs, with local contributions expected to rise each year. Reimbursement is provided for travel and meals to the RSVP participants.

As the variety of these programs grows, there seems to be endless situation and possible action modes by which older citizens could be brought into useful voluntary service. Some do serve in the Peace Corps and VISTA. However, the chief mobilization of older volunteers in government sponsored programs is in: RSVP, several hours per week, the oldest and most varied program; SCORE, retired executives provide part-time technical assistance to small businesses; ACE, Active Corps of Executives, similar to SCORE, but participants are not retired; FGP, Foster Grandparent Program, low income older persons provide 20 hours per week helping institutionalized children; and SCP, Senior Companion Program, service is to other older persons, especially to those needing help to remain independent.

The college role in SCORE is, perhaps, less active, since the executives manage their own chapter, admit their own members, and organize their work in cooperation with the Small Business Administration. The colleges provide headquarters office space and act as host to a largely independent operation. Government programs are highly successful, useful, long tested models and need only more national commitment to be spread widely. The benefits to older Americans would be immeasurable, for they would be in many cases the givers of the service.

RSVP only reaches a small proportion of elderly who can and want to volunteer. Under community college direction there are many creative ways these mature talents could provide needed services both in community colleges and in their communities. Too often, volunteer positions are "make do" work, but with community college encouragement and training, older volunteers could make full use of their wisdom and skills.

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III. WORK RELATED TRAINING OPPORTUNITIES

The surge of older students, those 45 and over, across the spectrum of community college degree and occupational curricula is documented again in the recent Older Americans Program survey. One-hundred and forty colleges (of the 547 responding) reported 67,000 such enrollments in "regularly scheduled classes or workshops (credit or non-credit) to improve or acquire new job skills" and 100 colleges reported almost 20,000 in this age group in remedial classes, that is, adult basic education and English as second language. From other enrollment reports, we know that these are constantly and rapidly increasing participation trends, with the increase almost entirely due to the return of mature women to education and employment. In the two year period, 1974-1976, the Census

Bureau higher education enrollment estimates showed a 31 percent increase in two-year college over 35 enrollment, consisting of a phenomenal 59 percent increase in female enrollment, contrasted with an 8.5 percent decline in male enrollment.

Though people attend college for many purposes, no one doubts that these participation figures reflect an overwhelmingly vocational and job related intent. We all feel reasonably sure we understand the life circumstances of the women students. Some are already employed and seek to up-grade or change position, but most are entering or returning to education after long absence during the years of parenthood. Their numbers have increased in four-year institutions, but nothing like the rush into the community colleges.

The men, even during recent years, are largely employed persons seeking to maintain, improve, or change their occupational status through further training. In the 1974-1976 period, male enrollment, 35 and over, in the four-year colleges increased by over 19 percent while falling in the two-year colleges. This pattern seems consistent with the assumed motivation to maintain or improve established job status.

No doubt there are sub-currents in these participation patterns. One with high portent for the future is the possibility that husbands, with wives working and children reared, now can afford to change jobs which were unsatisfying and becoming dead ends. As the stress of continued economic drift continues, this could become a trend of great consequence, for underemployment of dissatisfied workers, especially in the period over 40, is the most devastating drain on the nation's talent resources and the root cause of later additional loss through too early departure from the work force.

Much of the community college's attraction for older adults is the proliferation of occupational programs closely tuned to emerging new work areas, for these more often lead to new or improved jobs, at a feasible cost of time and money, with a quicker "pay back" period.

Another facet of the community college responsiveness to changing work needs is the special training class presented at the request of employers or workers. A high proportion of the OAP responding colleges reported requests for such courses and 381 provided them. In the 108 colleges providing data, there were almost 75,000 enrollments in these special training courses, and 77 of the colleges reported about 11,000 participants, 45 and over. This is the community college cutting edge, the place where new manpower needs are detected which often develop into new certificate or degree programs. More special education courses will result as there is increased cooperation between community college and business.

Community colleges are also the most likely places to find opportunities especially designed for, or useful to, the older adults nearing or going into the retirement years. The brief description from the questionnaires gives only a scattered impression of this work, but there are many examples in areas which the senior employment centers are finding most open to the older job seeker. The titles suggest also that these are often refresher or catch-up work-

shops, clinics and short courses aimed at refurbishing skills. Some of the areas are: clerical, office and sales skills; consumer education; small business; and, training for roles in various service activities for the aging.

Here are some approaches:

- Retired businessmen as faculty. Use retired persons as teachers in institutes of life long learning, emeritus colleges, and regular tenured faculty.
- Health occupations. Provide home care training for voluntary service in hospitals, and other health care agencies. One AAA requested that community colleges train elders to be outreach workers and work with isolated elderly and as friendly visitors in nursing homes.
- Mid-career and second career planning clinics. Furniture and upholstery repair is offered as non-credit vocational education training courses; purpose to train older adults for full-time and part-time employment in this job skills area.
- Preparation of older or retired persons for various specialized tasks. These might include OSHA teachers and inspectors; assist others in filling out income tax forms, social security, and medicare forms; paperwork jobs in police departments; or paralegal work.
- Arts and crafts for profit. One community college, under a Title I grant of the Higher Education Act, offers a program in folk crafts taught by older persons, which supplements their retirement income. Both instructors and students sell their products of these disappearing art forms.

From the American Council on Education survey reported in 1977 comes further evidence of work and service related programs for older adults, in this case defined as 55 and over. (0005) Of the two-year public colleges with any instructional programs for this group, about 17 percent reported "courses geared toward a second career," and roughly 33 percent have pre-retirement courses. The quick spread of pre-retirement education is a major trend of recent years and these programs frequently include units of increasing sophistication on planning for part-time work or community service in the retirement years.

Relation to other programs. The interest in senior employment centers and vocational counseling for older adults, the growth of volunteer projects, and the occupational training opportunities documented in the OAP survey show the growth of these work-related interests within the total older adult program in many community colleges. It is a second phase of development, emerging from the initial establishment period of responding to the most immediate older adult interests in personal development, liberal education, recreational, and other activities, which are still the main substance of community college older adult programs. It is a natural evolution toward the comprehensive learning services colleges hope to provide in the lives of older Americans.

In the Older Americans Program, and in this report, we use work and service in their quite conventional meaning of paid work and service to others, but many other community college programs service purposes just as "productive" in the lives of older adults. There is a close interaction between work-life, the hearthside, patterns of leisure, and community participation. Helping older people freely pursue any of their interests is likely to have a corresponding creative effect in other aspects of their lives. Thus, work and service related purposes are an integral part of the older adult programs, affected by developments and progress in any part of the field.

The general picture of older adult programs in the AACJC, Adult Education Association, and Academy for Educational Development studies of 1974 and 1975 is still largely valid, but there are many new developments of consequence to all parts of the work. (0005) They can only be mentioned in passing here, but the bibliography contains references describing most of them. They are: growth and elaboration of programs and their spread to many additional colleges, the most dramatic development; cooperation through college consortia and with university gerontological centers; coordination, as, for example, the impressive ability to launch new programs across an entire state at one time; outreach into the housing developments, nursing homes, and other places where very old and handicapped people live; emeritus colleges operated entirely by the participants; cooperation with Area Agencies on Aging and other elderly service organizations and projects; more systematic needs analysis; senior advisory groups; professionalization of educational gerontology, signaled by graduate training programs, a new journal and introductory volume on this subject, and increasing research in this field. (0000)

For purposes of furthering vocational ends for mature workers, community colleges can incorporate growing industrial gerontology knowledge and compliment industry's awakening interest in more productive use of elder ability.

IV. OLDER ADULTS IN THE WORKPLACE

Community college efforts to help older adults, employers, and the local community to make better use of mature abilities are influenced by a mixture of prevailing attitudes, economic necessities, and customary ways of fitting workers into jobs.

Industrial Gerontology. Section 4800 of the bibliography contains some overviews from industrial gerontology (study of aging in the jobplace) examining work related factors often discussed in OAP planning meetings, for they influence program development now and in the long run. A Department of Commerce study is presently considering their implications for national policies on older workers.

Participation patterns. Seniority shelters older workers to retirement years. Much retirement is in some degree involuntary. Underemployment is

severe. There are many sub-groups: those who want partial retirement; older women seeking entry; many older workers, fully employed, yet still living in poverty; middle-aged workers in dead-end employment, rift-middle age seeking re-employment.

Productivity. Recent reviews attest to the productivity of older workers, their responsibility, dependability, their openness to learning and change, but the studies depend on fragmentary research, much of it from the 1950s.

Compensation, pensions, retirement. Employer-provided educational benefits are more common than formerly, but low on the list of preferred benefits. Tuition reimbursement is more often available than the released time to use it.

There is a sudden realization that pension provisions in social security, in public and private plans, and in the military, present staggering, unfunded charges against the future. New legislation will prevent "horror stories" by requiring gradual, long-range funding, vesting, and insurance against the sudden demise of company plans, but new or increased benefits will be extremely difficult to obtain and in the future will be contrived to encourage continued work rather than earlier retirement.

In recent national polls, the public has overwhelmingly disapproved mandatory retirement and there is pending legislation to end or modify the practice. This may lead employers to new retirement alternatives through programs for renewing the contributions of older workers.

Here's what may happen. Age discrimination is condemned by the public. Enforcement of anti-discrimination laws gradually takes effect, with courts ruling that age alone cannot be used as a condition of employment, even in the case of a 58-year old test pilot of experimental aircraft. The law is likely to be reinforced, perhaps with affirmative action provisions. Studies show employers, uneasy with any accusation of discrimination, who seek feasible measures to avoid it.

New ways to work are being discovered. Not all the world's work comes in eight hour a day, full time packages and there are many successful experiments with: part-time work and job sharing in numerous variants; entire plants operated by part-time workers; partial retirement; "earned idle time," with workers free when their daily quota has been accomplished; determined new experiments with the "humane work" or "socio-technical" movements to restructure work, now under the more promising name, "quality of work life;" projects to match task and skill, rather than job and workers, by close assessment of what is actually required to accomplish work.

New work is being found. Growth areas of the economy are concentrated in health and human services while manufacturing and basic industries decline. New conceptions of work and productivity emerge in the programs of voluntary and community service. Gross national manpower trends can be charted but their effects in particular communities are often uncertain, and vocational guidance, which requires improvement at all levels, is practically non-existent for the over 40 or older worker.

Forming National Policies. Job market forces presently result in an unsatisfactory adjustment: over-40 workers are often immobilized in positions not using their full talents; with the average retirement age in recent years about 58, too many older people are being put out of the work force long before they want to retire. For the moment, there is little incentive for ameliorating action, since an over supply of trained workers and a shortage of jobs prevail.

Nonetheless, the "problem" of older people is salient even now and programs for their benefit are coming into place, emphasizing income maintenance and continuing independent living in the community rather than institutionalization.

There are some exploratory movements toward improved work and service, most easily detected when they emerge in federal funding programs. The Adult Education Act and Title I of the Higher Education Act support adult basic and life-long learning and community services. Continuing education provisions in the Older Americans Act are not confined to Title IX programs of community service employment, but scattered in various other places. Title IV provisions for research and training in aging provide work opportunities for older adults. ACTION supports volunteer and service programs, often close relatives of the subsidized work programs for employment of low income older Americans in the Comprehensive Employment and Training Act. In other CETA Titles and across the entire gamut of federal activities, the elderly are often the priority targets of the services provided. A recent compilation of possible funding sources runs to volume length, with guidance in identifying the growing interest of foundations, yet it is still not complete. (0100)

Revenue sharing studies indicate that older people fare poorly in state and local allocations for funds or benefits, though they are among the priority target groups. Current services focus on the good and welfare of the elderly, but, if history is a guide, that motive will not carry much further. As full employment returns and competition in a world economy mounts, further advances will likely occur in programs where some economic or productivity return may be expected. Work and service related activities are quite predictably the future growth area of the community college older adult programs.

The future well being of the nation, many believe, will require ever smarter development and wiser use of human talents. One of the most comprehensive recent analyses is reported in the *The Boundless Resource* by Willard Wirtz and the National Manpower Institute. (0100) In summary, it suggests weaving work, learning, and leisure together throughout the life span, instead of blocking most learning into youth, work into the middle years, and most leisure into an ever more protracted "retirement." Over time, even the most effective practices of the workplace and of education accumulate rigidities that grow ever more dysfunctional and costly as social needs change. Almost any actions are desirable which open up new options and new freedom of movement between learning and work. Community colleges are one of the revolutional changes in American education, evoked, in part, by the baby boom impact; corresponding changes in the work world are predictable as the army of students moves into the workplace.

In the Wirtz analysis, the circumstances of older workers are put in the larger context of forces effecting renewal and revitalization throughout the work force. Many tentative recommendations relate to vocational guidance and other improvements in youth education, but others bear directly on the underemployment and unemployment among adult and older workers: education-work councils to bring community wide perspective on employment problems; revision of laws and customs retraining movement between work and learning; use of school facilities for adult education; learning during unemployment periods; more meaningful measures and expanded concepts of work; some form of "deferred educational opportunity" entitling adults to education in lieu of years missed, since many older adults did not acquire the 12 years now universally provided.

CONCLUSION

A variety of programs exist, many explicitly related to better use of the seasoned competence and creativity of later life. It is apparent, too, that most reforms useful to women, minorities, and to the avalanche of younger workers, will be equally beneficial to older people. New ideas and programs are emerging, but five education roles that institutions of higher education are providing for older persons have been identified. These include some training and lead to work opportunities in the following areas:

- Child Care–e.g., Foster Grandparents which has placed 14,000 seniors at day care centers and in other institutions for youngsters;
- Peer Counseling–disseminating legal, social security, medicare and other retirement information at senior centers, nutrition sites, and information and referral centers;
- Health Care–senior companions, homemaker services, hospital aides;
- Education Providers–consumer information, environmental monitors, and education programs run by and for older adults;
- Community Service

The intent of the Older Americans Program is to raise the level of volunteer service and work roles provided by older adults. Many innovative projects are emerging under community college auspices. Should your community college have or be in the planning phase of initiating such programs, forward descriptive information to the Older American Program for inclusion in the clearinghouse. The work and service related learning and community services in the Older Americans Program are at the forefront of needed renewal measures. They find and test community actions beneficial to employers and workers, while accumulating understanding useful to national policy development.

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NEW CAREERS FOR OLDER PERSONS. Chicago Jewish Vocational Service, 1 S. Franklin St., Chicago, ILL. 60606, '76, 80 p. Interviews with older job seekers and employers in three Chicago neighborhoods revealed large numbers of persons willing and able to find new employment in later life, but a reluctance on the part of employers to consider job redesign or other measures to aid the older job seeker. Social service employers showed greater interest than business, though most suggested kinds of positions suited to older workers. Extensive information from detailed interview schedules (included) on many aspects of attitudes and behaviors of both groups. Extensive commentary on the practical problems of effecting improved employment of older workers.

THE ELDERLY AS THEIR PLANNERS SEE THEM. Kasschau, Patricia L. Social Policy, Nov. '76, p. 13-20. $3. (Social Policy, 184 Fifth Ave., N.Y., N.Y. 10010) Decision makers in position directly to affect the welfare of older adults (legislators, personnel directors, local union presidents, and administrators of various elderly service programs) gave their views on work related aspects of aging in California. Most perceived retirement and increased leisure as a problem for older people, largely a socio-psychological rather than a health or income crisis.

PERCEIVED AGE DISCRIMINATION IN HIRING. McCanley, William J. In Industrial Gerontology, Winter '77, p. 21-28. Forty-two percent of middle aged household heads in a Pennsylvania study perceived age discrimination in hiring. Perceptions varied greatly, with older, white collar, large city respondents most often concerned, especially those in professional and retail-wholesale employment.

AFFIRMATIVE ACTION AGAINST EMPLOYMENT AGE BIAS. Meier, Elizabeth L. In *Introduction to Educational Gerontology*. Sherron, Ronald H. and D. Barry Lumsden, eds. Hemisphere Publishing Corp., 1025 Vermont Ave., N.W., Washington, D.C. Spring '78. Attitude studies and participating data document the unemployment of many older workers and underemployment of many others. Public service jobs, the public employment service and legislation against discrimination and mandatory retirement are, thus far, inadequate. Education is needed: for the public; for gerontologists; and for the older adults themselves in job related training and guidance. References.

STARTING OVER. Stetson, Damon. Macmillan, '71, New York, N.Y., 258 p. Anecdotal accounts of many people, some famous and most of them privileged, who took up new careers. Advice on: special problems of women; employment services; new jobs at retirement age.

5400 WORK AND SERVICE RELATED PROGRAMS

EFFECTS OF A TRAINING PROGRAM: OLDER PERSONS CARING FOR THE ELDERLY. Fillenbaum, Gerda and Elizabeth Willis, In Industrial Gerontology, Fall '76, p. 213-221. Older persons trained and employed to care for frail elderly benefited in employment and in other aspects of well being. The training programs and evaluation of its effects are described.

WORKING WITH OLDER PEOPLE. Occupational Outlook Quarterly, Fall 1976, entire issue. 65 p. Overview of job opportunities in programs and agencies providing a wide range of services to older adults. Covers jobs from aides to professional and administrative positions, briefly outlining: job requirements, typical salaries and duties, sources of further information.

I HAVE RETURNED TO LIFE: COMMUNITY COLLEGES AND OLDER AMERICANS: A NEW RESPONSE TO A NEW RESOURCE. NPO/Task Force, Inc., '77, 40 p. Available from: Older Americans Program, AACJC, One Dupont Circle, Suite 410, Washington, D.C. 20036. Description of four college-based senior employment services with case histories of their benefits to older participants. A post-script by Merrell M. Clark analyzes the need for and the lessons accruing from various work and service related programs sponsored by the Edna McConnell Clark Foundation.

PACE UNIVERSITY ACTIVE RETIREMENT CENTER: FIRST ANNUAL REPORT, OCTOBER 1976. Pace University School of Continuing Education, Pace Plaza, N.Y., N.Y. 10038. 40 p. Describes the growth of the Pace University Active Retirement Center whose members are 55+, largely with some college background. There is a $10 membership fee, with support from the Clark Foundation and extensive participation of members in planning and operating the program. Its major elements: participation in regular university courses and programs, sometimes with reduced fees; job development and placement service (described in some practical detail); paid tutoring service; pre-retirement program; other social and self development activities on the three University campuses.

MOBILIZING FOR ACTION: A TASK FORCE ON EMPLOYMENT OF THE OLDER WORKER. Attard, Adelaids. In Industiral Gerontology, Winter '77, p. 7-12. A wide range of community employers and agencies serving on a task force of the local Area Agency on Aging identified job related problems and recommended actions including advocacy, public education, job training and employment of a job developer in cooperation with the Cooperative Extension Service and a university gerontology center.

THE PEOPLE'S GUIDE TO A COMMUNITY WORK CENTER: HOW TO START ONE AND RUN IT COOPERATIVELY. Brown, Sydney. New Ways to Work, 457 Kingsley Ave., Palo Alto, Calif. 94301, '77, 50 p. Practical guide to starting a community work development center to find and to create jobs for persons of all ages: start-up planning, counseling, job development, continued development and fund raising. Bibliography on job searching and creating alternative forms of work.

EMPLOYMENT RESOURCES FOR THE MIDDLE-AGED AND RETIRED: A NATIONAL DIRECTORY. Clearinghouse on Employment for the Aging, 80 Reid Ave., Port Washington, N.Y. 11050, '76, 87 p. Provides for each state: state office on aging, state manpower and employment offices and non-profit employment agencies serving older adults: name, address, director, groups and areas served, hours. Also contains: brief extracts from employment related provisions of Older Americans Act, Comprehensive Employment Training Act, Age Discrimination in Employment Act, other related legislation; addresses of ACTION regional offices; bibliography of popular books on job hunting.

THE SKILLS AVAILABLE PROJECT: YOUNG IDEAS FROM OLDER AMERICANS. Kovachy, Allene. In Industrial Gerontology, Winter '77, p. 1-5. A Cleveland senior employment center uses 12 branch offices to ease transportation problems, volunteers to mobilize community support and churches to reach disadvantaged inner city residents. Funded by the State Commission on Aging and continued with CETA funds, the project has served 10,000 applicants with a 50 percent placement rate.

A GUIDE TO DEVELOPING A JOB SHARING PROJECT. New Ways to Work, 457 Kingsley Ave., Palo Alto, Calif. 94301, '76, 73 p. A manual providing a vehicle for women and others to organize and promote part-time jobs for themselves. This publication is of interest to anyone wanting to learn about the shared job concept. Can be used as the basis for a workshop.

CASHING IN ON EXPERIENCE. Praigg, Nelson S. In Industrial Gerontology, Sum. '77, p. 183-189. Experience, Inc. successfully places over-55 workers in the Palm Springs, California area. Employment is concentrated in white collar jobs (30%) such as bookkeeping, sales or general office, blue collar (25%), especially maintenance and handyman, and home care (45%) including practical nurse, companions, babysitters, etc. Individual contracts relieve employers of responsibility for group insurance and pensions. The service is operated by members skilled in the work and supported by various funding sources. A home repair service has also been initiated.

DECLARATION OF INDEPENDENCE AND OPPORTUNITY FOR OLDER AMERICANS. American Management Association. National Center for Career Life Planning, 135 W. 50th St., New York, N.Y. 10020, 1976, 30 p. The Center for Career Life Planning is based on the belief that older people are a national asset to be used more fully, not a liability for which dependency programs must be provided. Its goals are: (1) to promote a positive attitude about aging; (2) to encourage new job opportunities, especially in the 40-65 range; (3) to encourage continuing education for new careers, new specialties and life enrichment; (4) to stimulate participation in voluntary service; and (5) to encourage an active role for older citizens based on perceived worth and self-esteem. The Center will work in many ways: an information center; analysis and conducting of research; meetings and seminars; initiation of pilot projects; exchange of personnel between universities, government, business and other agencies concerned with older adults. The Center works with the assistance of the Edna McConnell Clark Foundation and a national advisory board.

EDUCATIONAL BROKERING: A NEW SERVICE FOR ADULT LEARNERS. Heffernan, James M. and others. National Center for Educational Brokering, 405 Oak St., Syracuse, N.Y. 13203, 82 p. Educational brokering mediates through counseling and other procedures between adults seeking and the many agencies providing learning experiences. Describes the clientele, procedures, organization of these centers and their relations with the educational agencies providing instruction. List of brokerage centers.

AGE DISCRIMINATION AND THE EMPLOYMENT SERVICE–ANOTHER LOOK. McConnel, Charles E. In Industrial Gerontology, Sum '77, p. 167-172. Another analysis of ES data suggests that older workers are referred to jobs in equitable proportions, but are much less likely than younger applicants to receive counseling or CETA and other training services. When referred, the older workers are employed at about the same rate as younger. Discussion and bibliography of related studies which have persistently shown poor service to the 25% of older job seekers who attempt to use ES.

OLDER PERSONS AS PROVIDERS OF SERVICES: THREE FEDERAL PROGRAMS. Bowles, Elinor. Social Policy, Nov. '76, p. 81-88. $3. Overview of Foster Grandparent, Senior Companion Program and RSVP: benefits, participation rates, administration, training programs, other aspects.

THE COMMUNITY CARES: OLDER VOLUNTEERS. Sainer, Janet S. Social Policy, Nov. '76, p. 73-75. $3. Overview of benefits from senior volunteer programs, as exemplified by RSVP and SERVE in New York City.

SELF HELP AMONG THE AGED. Hess, Beth B. Social Policy, Nov. '76, p. 55-62. $3. Geographical location and changing family patterns have led to a spontaneous movement to individual and collective self-help on a voluntary or structured basis among older people. Extensive bibliography.

SENIOR CITIZENS IN EDUCATION. Sullivan, George and Carol Florio. Social Policy, Nov. '76, p. 103-106. $3. A national survey of public schools and higher education reveals the extent and nature of older adult (65+) participation as volunteer or paid positions. Preliminary results show about 85 percent in public schools are volunteers, largely as tutors, resource persons, and teaching or library aides. In higher education about 50% are paid and teacher or resource person are the usual role. In both agencies there are new and innovative programs and roles, briefly described.

GROUP PRERETIREMENT EDUCATION PROGRAMS. Reich, Murray H. In Industrial Gerontology, Winter '77, p. 29-43. Analytical review of group (as opposed to individual) counseling preretirement programs: size, length, formation of classes; content covered, methods, especially the handling of the first session. Extensive bibliography.

PREPARATION FOR RETIREMENT: AN ANNOTATED BIBLIOGRAPHY OF LITERATURE 1965-1974. Kelleher, Carol H. and Daniel A. Quirk, In Industrial Gerontology, Summer '74, p. 49-73. Bibliography, with abstracts, of documents about retirement preparation in four sections: programs and policies in various organizations; retirement attitudes; program planning; books and guides for individual use.

FEDERAL POLICY IN EDUCATION FOR OLDER ADULTS. Stanford, E. Percil. In *Introduction to Educational Gerontology*. Sherron, Ronald H. and D. Barry Lumsden, eds. Hemisphere Publishing Corp., 1025 Vermont Ave., N.W., Washington, D.C., Spring '78. There is no clear policy and few federal funding programs explicitly for older adults, but many sources from which the aging are not excluded. Contains: extensive table of these sources, including legislation, specific provisions and sponsoring agencies; history of adult education legislation and recent legislation in the Older American Act, the Higher Education Act and others. References.

A GUIDE TO SEEKING FUNDS FROM CETA. U.S. Employment and Training Administration, '77, 24 p. Stock # 029-016-00049-6 U.S. Government Printing Office, Washington, D.C. 20402. Guide to applying to CETA funds through the Prime sponsor in the local area. Contains: directory of State Manpower Service Councils; guide to sources, national and local, of population, economic and social data; glossary of CETA terms, including provisions of the various titles.

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